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ACTION AF-00

INFO	LOG-00	NP-00	AID-00	AMAD-00	CA-00	CIAE-00	INL-00
	DODE-00	DOEE-00	DS-00	EB-00	EUR-00	OIGO-00	FBIE-00
	UTED-00	VC-00	H-00	TEDE-00	INR-00	IO-00	LAB-01
	L-00	VCE-00	M-00	NEA-00	DCP-00	NSAE-00	NSCE-00
	OIC-00	OMB-00	NIMA-00	PA-00	GIWI-00	PRS-00	P-00
	SP-00	IRM-00	SSO-00	SS-00	STR-00	TRSE-00	FMP-00
	IIP-00	SCRS-00	DSCC-00	PRM-00	DRL-00	G-00	SAS-00
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FM AMEMBASSY NDJAMENA
TO SECSTATE WASHDC 1652
INFO AFRICAN UNION COLLECTIVE
DARFUR COLLECTIVE
AMEMBASSY LONDON
AMEMBASSY PARIS
AMEMBASSY YAOUNDE
USMISSION USUN NEW YORK
USLO TRIPOLI
USMISSION GENEVA

UNCLAS NDJAMENA 000834

SIPDIS

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PRM, USAID/OTI AND USAID/W FOR DAFURRMT; LONDON AND PARIS
FOR AFRICAWATCHERS; GENEVA FOR CAMPBELL,
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E.O. 12958: N/A

TAGS: [PGOV](#) [PHUM](#) [PREF](#) [KAWC](#) [CD](#) [SU](#)

SUBJECT: REFUGEES IN EASTERN CHAD: A LOOK AHEAD (PART I)

REF: NDJAMENA 814

1. Summary: Bureau of Population, Refugees, and Migration officers Margaret McKelvey (Director of the Africa Office) and Hazel Reitz (Chad Program Officer and UNHCR liaison officer) visited Chad from May 4 to 18 to conduct a periodic review of progress of protection and assistance efforts for Darfur refugees and to review PRM-supported programs of international and non-governmental organizations. PRM TDYers visited Djabal, Goz Amer, Oure Cassoni, Gaga, and Farchana refugee camps. This is the second of three cables on the visit. PRM officers found that there is no concerted effort yet to adopt a common planning horizon among the humanitarian players, the refugees, and the Chadians and recommends that they adopt a common 2006-2007 planning horizon in order to make economically rational programming choices. All partners should be involved in a decision on a planning horizon. UNHCR has contingency plans for up to 100,000 new arrivals, but only about 10,000 surplus spots in camps identified at present. UNHCR reports that Government of Sudan "soldiers" are deployed all along the borders prevented any significant new influxes of refugees into Chad. New arrivals will likely be in bad shape. Planning efforts continue to be complicated by the lack of qualified international and Chadian personnel. End Summary.

PLANNING HORIZON: C'EST PREVU"

2. There is no concerted effort to adopt a common planning horizon among the humanitarian players, the refugees, and the Chadians. "C'est prevu" is a phrase heard commonly in eastern Chad to indicate that something missing in the overall humanitarian effort is planned specifically to be done or foreseen for some future point. As recommended by visiting FFPO Stan Stalla, it would be useful to adopt at least a 2006-2007 planning horizon in order to make economically rational programming choices. It is politically very difficult for the Chadian Government and humanitarian organizations to openly admit that Sudanese refugees may be here for some time. There is no viable peace agreement on Darfur in sight and many of the refugees have been shut out of return to their places of origin as the result of deals made among local authorities in Darfur. The Chadian National Agency for Refugees (CNAR) agreed that the international community and humanitarian organizations should plan on at least three more years of having Darfur refugees in Chad. UNHCR officials said at least two more years.

3. A planning horizon to 2007 would affect cost/benefit choices on the promotion of tree planting, a move from water tankering to gravity-fed water systems where possible, assigning implementing partners to various locations and sectors, and the degree to which to equip and train Chadian gendarmes. Semi-permanent classrooms are under construction in the ten "permanent" camps (i.e., not Oure Cassoni or Am

Nabak). UNICEF is still waiting for shipments of text books from Sudan in order to ensure that students can maximally fit back into the Sudanese system; in the meantime, students do not have enough books and some teachers are looking for a curriculum that is more appropriate to Darfur's political aspirations.

CONTINGENCY PLANNING

14. UNHCR has in train contingency plans for up to 100,000 new arrivals, but there are only about 10,000 surplus spots in camps identified at present. Humanitarian workers reported that Government of Sudan "soldiers" deployed all along the borders are preventing any significant new influxes of refugees into Chad. Meanwhile, refugees (and fighters), humanitarian staff, and the African Union Mission in Sudan do cross the border and report that the situation in Darfur is insecure for the average civilian. Some refugee family members cross back to Sudan Liberation Movement/Army-controlled areas to find pasturage for their animals.

15. For now, additional refugee flows will be accommodated at Gaga, the newest refugee camp. Gaga is extremely well-laid out and follows the long-ignored camp planning principle of placing tents in circular arrangements for reasons of community interaction and security. In a circular lay-out, one has line of sight to all neighbors from one's tent and with sufficiently wide "roads" in between blocs to act as firebreaks. The transfer of new arrivals from the Breidjing camp (i.e., those previously unregistered) to Gaga that Reitz and McKelvey witnessed was a model of efficiency and compassionate treatment of the refugees. They were trucked the 60 kilometers to the new site. Africare, the new camp manager, had arrived on site only April 20 and the transfers began May 1. Tents up were up and trees that were not to be cut marked with red paint. Oxfam was putting in sturdy latrines (plastic sheeting but with metal frames and cement slabs) to serve in the short term for refugees at the standard ratio of 20 refugees per latrine. Gaga shows what can be done when there is sufficient time to start a new camp.

16. The nutritional state of recent new arrivals/Chadians in the wadi near Oure Cassoni and along the Sudan/Chad border indicates severe food insecurity among the local Chadian population and those arriving from Darfur. As high as 15% severe acute malnutrition per an ACF (Action Contre la Faim) survey of all under fives participating in the UNHCR registration there (Reitz and McKelvey observed) -- see septel -- indicates severe food insecurity among the local Chadian population and those coming from Darfur.

17. Recommendations: Despite general agreement that there may be no significant inflows in the near future, UNHCR should continue to seek to be prepared. Contingency planning should take into account the likelihood that any new arrivals would be in desperate shape. Contingency planning should also take into account internally-displaced Chadians (see below) and involve all partners.

IMPLEMENTING PARTNERS

18. The capacity of non-governmental (NGO) implementing partners (IPs) and the present dearth of qualified Chadian national staff in the refugee assistance effort remain critical concerns that need to be addressed. The success of the humanitarian effort in Chad will be highly dependent upon placing humanitarian staff who are experienced, competent, and willing to stay for at least a year (i.e., who have all three characteristics). While UNHCR has largely "turned the corner" on getting the right staff in place and has an expert senior management team in N'Djamena and Abeche, the NGO IPs largely have not. Intersos, International Rescue Committee (IRC), COOPI (an Italian health organization) and IMC (International Medical Corps), for example, have experienced near total turnover of field staff in the past two months. Christian Children's Fund (CCF), which is the only NGO with a specific child protection expertise in the refugee operation, has a near-perfect operational plan on paper and funding via UNICEF, but still has only two staff in country. The number of first-time-in-Africa/first-time-managing-a-program staff is striking. UNICEF, WFP, and WHO all lag behind UNHCR in getting longer-term staff in place, but WFP and UNICEF are now in good shape.

19. Success will also depend on there being sufficient numbers of NGO IPs to tackle the range of tasks/sectors. IRC and Intersos in particular are overstretched by the range of their responsibilities in the Oure Cassoni and Djabal/Goz Amer camps. They will likely need to be relieved of some responsibilities by bringing in other NGO IPs as previously

recommended by PRM with respect to IRC. Action Contre la Faim will replace IRC in therapeutic feeding no later than early July if all goes as planned. Though IRC has not yet been informed, UNHCR (not to be shared with IRC) is thinking about replacing it in the health sector with AHA (African Humanitarian Action).

10. Africare has just started as camp manager of the new Gaga Camp and will cover food distribution, environmental concerns, and logistics as well as the initial construction of camp infrastructure. MSF is beginning to talk, as it often does at this stage of a refugee situation, of pulling

out of Chad now that the "emergency is over". Hopefully it can be persuaded to remain longer; its health care facilities in Farchana are excellent in terms of organization, relatively comprehensive coverage (though not all elements of EPI are in place for example), and cleanliness. Among the "usual suspects" missing from the Chad scene is Save the Children, which would be an excellent addition in terms of child protection.

11. Further complicating the issue of IP quality and capacity is the fact that all of the international organizations and some bilateral donors are looking for IPs at the same time. UNHCR, UNICEF, and WFP are looking for IPs to undertake programs for affected Chadians as well as for refugees. Similarly, USAID/OFDA is looking for IPs for projects for affected Chadians while ECHO is looking for IPs to receive refugee funding. Even WHO is looking for partners in data collection. Food for work projects in the Goz Beida area, for example, are not up and running owing to a lack of IPs, not/not to any lack of food.

12. All of the external humanitarian players lament the lack of sufficient numbers of qualified Chadian nationals to fill key roles in the relief structures. Moreover, many of the Chadians employed come from "the South" rather than from the refugee zone, which adds a further element of tension in terms of intra-Chadian conflict. Incorporating Chadians is not only important in terms of compensatory action for Chad's welcome of the refugees but also will become increasingly necessary as the expatriate presence inevitably declines over time. Preparing for such a transition must begin now, with efforts to build Chadian capacity that would also have longer-term benefits to Chad, once the refugees have gone home. The PRM-supported work that Catholic Relief Services (CRS) is doing with the Chadian NGO SECADEV and that the International Federation of Red Cross/Crescent Societies (IFRC) is doing with the Chadian Red Cross are small steps. (Comment: It is difficult to avoid the boom/bust cycle of humanitarian work that comes with a new influx of refugees when it comes to local organizations that need to staff up quickly and focus their major energies on the new problem but that find themselves with little financial or management support for humanitarian work on behalf of the national population once refugees leave. Both CRS and the IFRC are aware of this pitfall. End Comment.)

13. In the area of nutritional monitoring, Reitz and McKelvey discussed with UNHCR and UNICEF the possibility of developing an inter-agency capacity to review the nutritional situation across all camps on a standard and periodic (e.g., quarterly) basis to also allow for incorporating Chadians in on-the-job training. Nutritionists and nurses from the Chadian medical training facilities in Abeche and N'Djamena could be included in an effort that would also include technical assistance from the U.S. The Centers for Disease Control and Prevention (CDC) and some school of public health (e.g., Columbia University which has specialized to a degree in refugee health and in training U.S.-based students therein). If successful, this could channel Chadian health personnel into the refugee assistance effort as well as increase the overall Chadian professional capacity for the longer term.

14. Recommendations: The NGO consortia InterAction in Washington and ICVA in Geneva should be challenged to help develop a pool of qualified (French-speaking) personnel available for placement in Chad rather than just having NGOs rely upon personnel ads in the usual places. PRM should discuss with International Organization for Migration (IOM) whether its "migration for development"-type programs might be able to produce some additional health care personnel from "southern" francophone countries that may not normally feed staff into NGOs without raiding of medical personnel from other nations' health care systems. PRM should review with CDC the possibility of sustained technical assistance for nutritional surveillance.

15. Khartoum and Tripoli Minimize Considered.
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